DOCUMENT RESUME

ED 360 508 CE 064 223

TITLE	Exchange Programs. Inventory of International Educational, Cultural, and Training Programs. Briefing Report to Congressional Requesters.
INSTITUTION	General Accounting Office, Washington, DC. National Security and International Affairs Div.
REPORT NO	GAO/NSIAD-93-157BR
PUB DATE	Jun 93
NOTE	48p.
AVAILABLE FROM	U.S. General Accounting Office, P.O. Box 6015, Gaithersburg, MD 20884-6015 (first copy free; additional copies, $2 each; 100 or more, 25% discount).
PUB TYPE	Reports - Evaluative/Feasibility (142)
EDRS PRICE	MF01/PC02 Plus Postage.
DESCRIPTORS	*Agency Cooperation; *Cooperative Programs; *Coordination; *Cultural Exchange; Federal Aid; Federal Legislation; Federal Regulation; Intercultural Programs; *International Educational Exchange; *International Programs; International Relations; Program Effectiveness; Technical Assistance

ABSTRACT

A study reviewed the U.S. government-funded international educational, cultural, and training exchange programs. Sixteen agencies with about 75 programs were identified for inclusion in an inventory of such programs. The large number of programs managed by the various agencies created the potential for program duplication, overlap, and fragmentation. Officials of several organizations, including the Agency for International Development (AID) and the U.S. Information Agency (USIA) acknowledged the potential for duplication and described an overlapping of responsibilities between the two agencies, but they did not view this as a serious problem. USIA had primary responsibility to provide policy guidance for U.S. government-funded international informational and exchange activities, but coordination, evaluation, and oversight efforts had been minimal. With the exception of the legislation that authorized new exchange and training programs in Eastern Europe, the officials who managed exchange programs generally described the laws authorizing the programs as flexible enough to carry out their programs with few restrictions. (Appendixes contain the following: list of the U.S. government's exchange and training programs, including implementing agency, name, purpose, eligibility, and type of program; brief program descriptions; information on program management issues; and objectives, scope, and methodology of the study.) (YLB)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

United States General Accounting Office

GAO

Briefing Report to Congressional Requesters

June 1993

EXCHANGE PROGRAMS

Inventory of International Educational, Cultural, and Training Programs

ED 360 508

SCOPE OF INTEREST NOTICE

The ERIC Facility has assigned this document for processing to: CE

In our judgment, this document is also of interest to the Clearinghouses noted to the right. Indexing should reflect their special points of view. HE

CE064223

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☐ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

GAO/NSIAD-93-157BR

BEST COPY AVAILABLE

GAO

United States
General Accounting Office
Washington, D.C. 20548

National Security and
International Affairs Division

B-252673

June 23, 1993

The Honorable Lee H. Hamilton
Chairman
The Honorable Benjamin A. Gilman
Ranking Minority Member
Committee on Foreign Affairs
House of Representatives

The Honorable Howard L. Berman
Chairman
The Honorable Olympia J. Snowe
Ranking Minority Member
Subcommittee on International Operations
Committee on Foreign Affairs
House of Representatives

This report responds to your request that we review U.S. government-funded international educational, cultural, and training exchange programs. In our March 23, 1993, testimony, we presented our preliminary observations on these exchange programs to the Subcommittee on International Operations, House Committee on Foreign Affairs.[1]

Our report includes an inventory of federally funded international exchange and training programs; provides information on potentially duplicative, overlapping, or fragmented programs; assesses the extent of program coordination and oversight; and identifies some legal requirements that some executive branch officials say limit their ability to manage international exchange programs.

Results in Brief

We identified 16 agencies with about 75 programs for inclusion in our inventory. Some of these programs were created within the last few years, and recent legislation has expanded the scope of others.

The large number of programs managed by the various agencies creates the potential for program duplication, overlap, and fragmentation. Officials

[1]Exchange Programs: Observations on International Educational, Cultural, and Training Exchange Programs (GAO/T-NSIAD-93-7, Mar. 23, 1993).

of several organizations, including the Agency for International Development (AID) and the U.S. Information Agency (USIA), two agencies responsible for a large number of exchange and training programs, acknowledged that there is the potential for duplication and described an overlapping of responsibilities between the two agencies, but they did not view this as a serious problem.

USIA has primary responsibility to provide policy guidance for U.S. government-funded international informational and exchange activities, but coordination, evaluation, and oversight efforts have been minimal.

With the exception of the legislation that authorized new exchange and training programs in Eastern Europe, the officials who manage exchange programs generally described the laws authorizing the programs as flexible enough to carry out their programs with few restrictions. However, a few officials told us that congressional earmarks, which mandate that appropriated funds be spent for specific programs, reduce their flexibility to respond to changing requirements.

Background

USIA defines an "exchange" as the movement of persons between countries for the purpose of sharing knowledge, skills, ideas, culture, or some combination of these. This includes not only reciprocal one-to-one placements of individuals between countries, but all educational, cultural, and training activities devoted to those purposes. Early exchange programs were used to develop an international perspective on U.S. campuses. The U.S. government became involved officially in international exchange programs in 1938.

AID and USIA have the largest nonmilitary international training and exchange programs. AID, which traditionally concentrates on training for development, had about 14,000 participants in fiscal year 1992 at a cost of about $330 million. USIA specializes in academic programs. About 15,000 people participated in its programs in fiscal year 1992 at a cost of about $196 million. Federal agencies, private sector firms, nonprofit organizations, and other organizations are responsible for placement and oversight of the participants under contracts or cooperative agreements with the agencies.

Other agencies, including the Department of Health and Human Services, the Department of Education, the National Endowment for the Humanities, and the Smithsonian Institution, also participate in

international exchange and training activities. These agencies conduct a variety of international activities. For example, the National Endowment for the Humanities funds grants for scholars to travel abroad on projects which support scholarship, education, and public programs in the humanities, and the Department of Health and Human Services sponsors professional and scientific exchanges.

The Department of Defense (DOD) conducts a variety of international exchange activities for educational and training purposes, but the largest is the International Military Education and Training (IMET) Program. Under this program, foreign military and selected civilian personnel are trained in military skills and other defense-related subjects, such as defense resource management and human rights education. In fiscal year 1992, about 6,000 international students participated in the program at a cost of about $44.5 million. Also in fiscal year 1992, 114 foreign students attended the U.S. military academies. Other DOD exchange programs include the Professional Military Exchange Program and the Navy Exchange Scientist Program.

Programs Included in This Review

In its fiscal year 1990 report on U.S. government international exchange and training programs, USIA listed 22 agencies with 90 international programs for about 87,700 participants. We used this report as a baseline for identifying the exchange programs, but we included in our inventory only those programs which primarily benefit the participants. We also excluded programs that did not involve the movement of persons. Using these parameters, we included 16 agencies in our inventory.[2] These agencies reported spending about $655 million[3] for about 75 programs covering about 54,000 participants. Table 1 lists the agencies and provides program funding for fiscal year 1992.

[2]We excluded 7 of the 22 agencies listed in USIA's 1990 report based on our parameters, and we added 1 agency we identified that was not listed in the report. Agencies with programs not included in our inventory are the Department of Energy, Environmental Protection Agency, Department of Housing and Urban Development, Library of Congress, National Aeronautics and Space Administration, Peace Corps, and Small Business Administration. We added the Department of State.

[3]This figure includes some nongovernment funding.

Table 1: Agencies Included in GAO Inventory (Fiscal Year 1992)

Agency	Funding for exchange programs
Agency for International Development	$329,500,000
Department of Agriculture	675,000
Department of Commerce	2,900,000
Department of Defense	79,904,000
Department of Education	18,875,000
Department of Health and Human Services	7,938,000
Inter-American Foundation	725,000
Department of the Interior	410,000
Japan-U.S. Friendship Commission	2,700,000
Department of Labor	810,000
National Endowment for the Arts	1,258,500
National Endowment for the Humanities	2,295,000
National Science Foundation	393,000
Smithsonian Institution	727,600
Department of State	10,000,000
U.S. Information Agency	195,814,000
Total	**$654,925,100**

New Exchange Programs

Recent legislation has created new programs and expanded the scope of existing programs. For example, the Support for East European Democracy (SEED) Act of 1989 created exchange and training programs in Hungary and Poland. Legislation in 1990 authorized $10 million to support the transition to democracy in other emerging democracies of Eastern Europe. New programs created with SEED funds include the Participant Training Program in Europe and the Regional Human Resources Programs managed by AID. The SEED Program also funded a number of new exchange projects in USIA focusing on democracy-building subjects such as management training, market economics education, English teaching, and media training.

The Freedom Support Act, passed in 1992, created training and exchange programs targeting the newly independent states of the former Soviet Union. The act authorized $20 million for exchange programs for secondary school students and $30 million for other students. The programs are to be administered by USIA. In addition, congressional

earmarks in 1991 and 1992 expanded and enhanced academic exchange programs in Eastern Europe and the newly independent states.

Further, 1991 legislation expanded the scope of DOD's IMET Program to make it more responsive to changing global and regional political conditions. The expanded program allows for the training of civilian personnel in non-defense ministries and focuses on civilian control over the military, defense resources management, and human rights education. Finally, the National Security Education Act, also passed in 1991, established a new program in foreign language and area studies to be managed by DOD. The program provides fellowships for undergraduate study by Americans abroad, graduate fellowships at American institutions of higher education, and grants to those institutions.

Potential for Duplication and Overlap

Some officials told us that certain programs have the potential for duplication because they target the same categories of participants. For example, they cited the USIA, the Departments of Education and Defense, and the National Endowment for the Humanities as each having exchange programs that send U.S. students, scholars, and teachers abroad. In addition, both the National Security Education Program and programs established by the Freedom Support Act contain provisions targeting undergraduate students. Moreover, some of the officials said the lines of responsibility between AID and USIA are not as clear cut as they were in the past. AID is now involved in some areas traditionally the responsibility of USIA, such as journalism and economics. Conversely, USIA is conducting programs in agribusiness and short-term, technical "how to" programs, traditionally the responsibility of AID. AID, USIA, and other officials told us they did not consider duplication and overlap to be a problem because the purposes, approaches, and target audiences of the programs differ.

Oversight, Coordination, and Evaluation

Representatives of nongovernmental organizations that manage or monitor USIA's exchange programs told us that USIA does very little active coordination, and they recommended that USIA take a more active coordinating role. The only formal action USIA undertakes to fulfill its oversight and coordination responsibilities is the publication of an annual report listing U.S. government-funded international exchange and training activities. However, USIA has been slow in preparing this report. At the time of our review, USIA's most recent report covered fiscal year 1990 activities. Moreover, the report did not cover all government programs. For example, it did not include the State Department's program. In

addition, USIA's methodology for collecting the information may not identify all the new programs. USIA collects information only from agencies that provided data for the prior report.

According to representatives of some of the nongovernmental organizations we met with, AID and USIA need to do more evaluations of programs. Agency officials and representatives of nongovernmental organizations involved in exchange programs described a variety of activities, such as participant evaluations and mission- or area-specific studies, they engaged in to evaluate their programs. However, few had conducted comprehensive, quantitative assessments of the effectiveness of their programs.

Statutory Limits on Agency Flexibility

Agency officials described the laws authorizing the programs as flexible. However, USIA officials expressed concern with provisions of the SEED legislation which require funds to be passed through AID to participating agencies. The officials told us this resulted in delays in receiving funds from AID in time to meet academic requirements. A few USIA, AID, and other officials view congressional earmarks as a problem because the earmarks frequently established new programs with no increase in administrative funding. They also said earmarks sometimes established parallel administrative structures leading to fragmentation and limited management flexibility.

Appendix I lists the U.S. government's exchange and training programs, including the implementing agency, name, purpose, eligibility, and type of program. Appendix II presents brief program descriptions. Appendix III provides information on program management issues. Appendix IV provides our objectives, scope, and methodology.

As you requested, we did not obtain agency comments on this report. However, we discussed the results of our review with AID, USIA, and DOD program officials, and have included their comments where appropriate.

We are sending copies of this report to the Secretaries of State and Defense, the Administrator of the Agency for International Development, the Director of the U.S. Information Agency, heads of the other agencies discussed in the report, and other interested congressional committees. We will also make copies available to others on request.

If you have any questions concerning this report, please call me at (202) 512-4128. Major contributors to this report are listed in appendix V.

Joseph E. Kelley
Director-in-Charge
International Affairs Issues

Contents

Letter	1
Appendix I Inventory of U.S.-Funded International Exchange and Training Programs	10
Appendix II Descriptions of U.S.-Funded International Exchange and Training Programs	30
Appendix III Agency Observations on Program Management Issues	37
Appendix IV Objectives, Scope, and Methodology	43
Appendix V Major Contributors to This Report	44

Tables

Table 1: Agencies Included in GAO Inventory	4
Table I.1: Program Purposes	12
Table I.2: Types of Programs	19
Table I.3: Eligible Participants	22

Table II.1: U.S.-Funded International Exchange and Training Programs 30

Abbreviations

AID	Agency for International Development
DOD	Department of Defense
GAO	General Accounting Office
IMET	International Military Education and Training Program
NIH	National Institutes of Health
SEED	Support for East European Democracy Act
USIA	U.S. Information Agency

Inventory of U.S.-Funded International Exchange and Training Programs

The following tables list the agencies with international exchange and training programs included in our review, and categorize the programs by purpose, type, and eligible participants.

Table I.1: Program Purposes

Agency and name of program	Study of academic subject: Degree	Study of academic subject: Non-degree
Agency for International Development		
Thomas Jefferson Fellowship Program	X	X
Participant Training Program Europe		
Regional Human Resources Program		X
Department of Agriculture		
Research and Scientific Exchange Program		X
Department of Commerce		
Exchange Visitor Program		
Special American Business Internship Training Program		
Department of Defense		
International Military Education and Training Program	X	X
National Security Education Program	X	
Navy Exchange Scientist Program		
Professional Military Education Exchanges	X	X
U.S. Military Academies Exchanges	X	
Department of Education		
Foreign Language and Area Studies Fellowship Program	X	
Fulbright-Hays Group Projects Abroad	X	X
Fulbright-Hays Doctoral Dissertation Research Abroad	X	
Fulbright-Hays Faculty Research Abroad		X
Fulbright-Hays Seminars Abroad		X
Department of Health and Human Services		
International Research Fellowships		X
Senior International Fellowships		X
Scholars in Residence		X
National Research Service Awards		X
Visitor and Training Program		
Individual Health Scientist Exchanges and Biomedical Research Exchange Programs		X
Visiting Program		
National Institutes of Health-French Postdoctoral Fellowship		X
Inter-American Foundation		
Academic Fellowship Program		

Increase understanding among foreign citizens of U.S. values	Increase understanding among U.S. citizens of foreign societies	Encourage democratic principles and institutions	Encourage development of free market economies and trade	Encourage development of educational institutions	Exchange scientific information	Other
		X	X			
		X				
X	X		X	X		
			X			
			X			
X	X					
	X					
					X	
X	X	X				
X						
	X			X		
	X		X	X		
	X			X		
	X			X		
	X			X		
					X	
					X	
						X[a]

(continued)

Agency and name of program	Study of academic subject: Degree	Study of academic subject: Non-degree
Department of the Interior		
U.S.-Russia Environmental Agreement		
U.S.-China Nature Conservation Protocol		
Japan-U.S. Friendship Commission		
Japan-U.S. Friendship Commission Grants		
Department of Labor		
International Visitors Labor Studies		X
National Endowment for the Arts		
U.S. Artists at International Festivals and Exhibitions		
U.S.-Japan Artist Exchange		
International Projects Initiative		
Travel Grants Program		
U.S.-Mexico Artist Residencies		
British America Arts Association Fellowships		
National Endowment for the Humanities		
Elementary and Secondary Education in the Humanities		X
Higher Education in the Humanities		X
NEH Teacher-Scholars		X
Foreign Language Education		X
Travel to Collections		X
Interpretive Research		X
Summer Seminars for School Teachers		X
International Research		X
Summer Stipends		X
Humanities Projects in Museums and Historical Organizations		
Summer Seminars for College Teachers		X
Fellowship for College Teachers and Independent Scholars		X
Humanities Projects in Media		
Public Humanities Projects		
Centers for Advanced Study		
Fellowship for University Teachers		X
Humanities Projects in Libraries and Archives		

Increase understanding among foreign citizens of U.S. values	Increase understanding among U.S. citizens of foreign societies	Encourage democratic principles and institutions	Encourage development of free market economies and trade	Encourage development of educational institutions	Exchange scientific information	Other
						X[b]
						X[b]
X	X					
X	X	X	X			
						X[c]
						X[d]
						X[e]
						X[f]
						X[g]
						X[h]
	X					
	X					
	X					
	X					
	X					
	X					

(continued)

Agency and name of program	Study of academic subject: Degree	Study of academic subject: Non-degree
National Science Foundation		
Summer Institute in Japan		X
U.S.-India Exchange of Scientists		X
Smithsonian Institution		
Bureau Appointments		
Wildlife Conservation and Management Training		
Department of State		
Russian, Eurasian, and Eastern European Studies Program		
U.S. Information Agency		
Fulbright Academic Program	X	X
International Visitors Program		
Citizens Exchanges		
Hubert H. Humphrey Fellowship		X
Youth Programs		
University Affiliations Program		X
Performing Arts Exchanges		
Study of the United States		
Academic Specialist Program		
U.S. Speakers		
Media Training Program		
Arts America Program		
Fulbright Teacher Exchange		
Library Fellows Program		
English Teaching Fellow		
American Cultural Specialists		
Artistic Ambassadors		
Arts America Speakers		

Increase understanding among foreign citizens of U.S. values	Increase understanding among U.S. citizens of foreign societies	Encourage democratic principles and institutions	Encourage development of free market economies and trade	Encourage development of educational institutions	Exchange scientific information	Other
	X				X	
					X	
						X[1]
				X		
	X					
X	X	X	X	X		
X		X	X			
X	X	X	X	X		
X						
X	X					
				X		
X						
X		X		X		
						X[1]
X		X	X			
X		X				
X						
X	X					
X	X					
X	X					
X						
X						
X						

[a]Promotes and supports grassroots development and applied research.

[b]Promotes sound management and conservation of wildlife and natural resources.

[c]Supports U.S. performing artists, exhibitions of contemporary visual art, or both.

[d]Provides professional artists with no prior experience in Japan the opportunity to observe developments in their field.

[e]Supports projects that increase access in the United States to the arts of other nations.

[f]Supports international activities that enhance the professional and creative growth of U.S. artists.

[g]Enables artistic work on specific projects in Mexico.

[h]Assists U.S. presenters to build links and skills that lead to future trans-Atlantic collaborations.

[i]Supports research on Smithsonian fields of study.

[j]Gives U.S. Information Services offices overseas program support on an ad hoc basis and supplements other agency programs.

Table I.2: Types of Programs

Agency and name of program	Technical assistance	Educational	Informational	Cultural	Science/ technology	Other
Agency for International Development						
Thomas Jefferson Fellowship Program	X					
Participant Training Program Europe	X					
Regional Human Resources Program	X					
Department of Agriculture						
Research and Scientific Exchange Program	X	X	X			
Department of Commerce						
Exchange Visitor Program	X	X				
Special American Business Internship Training Program	X					
Department of Defense						
International Military Education and Training Program	X	X		X		
National Security Education Program		X		X		
Navy Exchange Scientist Program	X	X				
Professional Military Education Exchanges		X		X		
U.S. Military Academies Exchanges		X		X		
Department of Education						
Foreign Language and Area Studies Fellowship Program		X				
Fulbright-Hays Group Projects Abroad		X				
Fulbright-Hays Doctoral Dissertation Research Abroad		X				
Fulbright-Hays Faculty Research Abroad		X				
Fulbright-Hays Seminars Abroad		X				
Department of Health and Human Services						
International Research Fellowships					X	
Senior International Fellowships					X	
Scholars in Residence					X	
National Research Service Awards						X[a]
Visitor and Training Program	X					
Individual Health Scientist Exchanges and Biomedical Research Exchange Programs					X	
Visiting Program					X	
National Institutes of Health-French Postdoctoral Fellowship					X	
Inter-American foundation						
Academic Fellowship Program		X				

(continued)

Agency and name of program	Technical assistance	Educational	Informational	Cultural	Science/ technology	Other
Department of the Interior						
U.S.-Russia Environmental Agreement					X	
U.S.-China Nature Conservation Protocol					X	
Japan-U.S. Friendship Commission						
Japan-U.S. Friendship Commission Grants		X		X		
Department of Labor						
International Visitors Labor Studies	X					
National Endowment for the Arts						
U.S. Artists at International Festivals and Exhibitions		X		X		
U.S.-Japan Artist Exchange		X		X		
International Projects Initiative				X		
Travel Grants Program		X		X		
U.S.-Mexico Artist Residencies		X		X		
British America Arts Association Fellowships	X	X	X	X		
National Endowment for the Humanities						
Elementary and Secondary Education in the Humanities		X				
Higher Education in the Humanities		X				
NEH Teacher-Scholars		X				
Foreign Language Education		X				
Travel to Collections						X[b]
Interpretive Research		X		X		
Summer Seminars for School Teachers		X				
International Research						X[b]
Summer Stipends						X[b]
Humanities Projects in Museums and Historical Organizations				X		
Summer Seminars for College Teachers		X				
Fellowship for College Teachers and Independent Scholars		X				
Humanities Projects in Media				X		
Public Humanities Projects				X		
Centers for Advanced Study						X[b]
Fellowship for University Teachers		X				
Humanities Projects in Libraries and Archives		X		X		
National Science Foundation						
Summer Institute in Japan					X	
U.S.-India Exchange of Scientists					X	

(continued)

Agency and name of program	Technical assistance	Educational	Informational	Cultural	Science/ technology	Other
Smithsonian Institution						
Bureau Appointments						X[b]
Wildlife Conservation and Management Training	X	X			X	
Department of State						
Russian, Eurasian, and Eastern European Studies Program		X				
U.S. Information Agency						
Fulbright Academic Program		X	X	X		
International Visitors Program			X	X		
Citizens Exchanges		X	X	X		
Hubert H. Humphrey Fellowship						X[c]
Youth Programs		X				
University Affiliations Program		X				
Performing Arts Exchanges				X		
Study of the United States		X	X	X		
Academic Specialist Program		X	X	X		
U.S. Speakers	X	X	X	X		
Media Training Program						X[d]
Arts America Program				X		
Fulbright Teacher Exchange		X		X		
Library Fellows Program		X				
English Teaching Fellow		X		X		
American Cultural Specialists		X		X		
Artistic Ambassadors				X		
Arts America Speakers			X	X		

[a]Postdoctoral research training.

[b]Professional development.

[c]Professional exchange.

[d]Democracy building.

Table I.3: Eligible Participants

Agency and name of program	Undergraduate students	Graduate students	Other students	Teachers	Professors	Researchers	Postdoctorate scholars
Agency for International Development							
Thomas Jefferson Fellowship Program	X	X		X	X	X	X
Participant Training Program Europe	X	X		X	X	X	X
Regional Human Resources Program	X	X		X			
Department of Agriculture							
Research and Scientific Exchange Program		X		X	X	X	X
Department of Commerce							
Exchange Visitor Program						X	
Special American Business Internship Training Program							
Department of Defense							
International Military Education and Training Program		X		X	X		
National Security Education Program	X	X					X
Navy Exchange Scientist Program							
Professional Military Education Exchanges							
U.S. Military Academies Exchanges	X						
Department of Education							
Foreign Language and Area Studies Fellowship Program		X					
Fulbright-Hays Group Projects Abroad	X	X		X	X		
Fulbright-Hays Doctoral Dissertation Research Abroad		X					
Fulbright-Hays Faculty Research Abroad					X	X	X
Fulbright-Hays Seminars Abroad				X	X		

Business people	Civilian government			Military officials	School/ university staff	Artists	Scientists	Journalists	Other
	Federal	State	Municipal						
X	X	X	X		X				
X	X	X	X		X				
X	X	X	X		X				
					X				
X							X		
	X			X					
	X						X		
	X			X					
					X				

(continued)

Agency and name of program	Undergraduate students	Graduate students	Other students	Teachers	Professors	Researchers	Postdoctorate scholars
Department of Health and Human Services							
International Research Fellowships						X	X
Senior International Fellowships					X	X	X
Scholars in Residence					X	X	X
National Research Service Awards							X
Visitor and Training Program							
Individual Health Scientist Exchanges and Biomedical Research Exchange Programs					X	X	X
Visiting Program						X	
National Institutes of Health-French Postdoctoral Fellowship					X	X	X
Inter-American Foundation							
Academic Fellowship Program		X					
Department of the Interior							
U.S.-Russia Environmental Agreement						X	
U.S.-China Nature Conservation Protocol						X	
Japan-U.S. Friendship Commission							
Japan-U.S. Friendship Commission Grants		X		X	X	X	X
Department of Labor							
International Visitors Labor Studies							
National Endowment for the Arts							
U.S. Artists at International Festivals and Exhibitions							
U.S.-Japan Artist Exchanges							
International Projects Initiative							
Travel Grants Program							
U.S.-Mexico Artist Residencies							
British America Arts Association Fellowships							

Business people	Civilian government			Military officials	School/ university staff	Artists	Scientists	Journalists	Other
	X						X		
					X				
	X						X		
	X	X	X						
					X				
	X								
					X		X		
	X	X	X		X				
	X	X	X				X		
	X	X	X				X		
					X	X			
X	X								
						X			
						X			
									X[a]
						X			
						X			
									X[b]

(continued)

Agency and name of program	Undergraduate students	Graduate students	Other students	Teachers	Professors	Researchers	Postdoctorate scholars
National Endowment for the Humanities							
Elementary and Secondary Education in the Humanities				X			
Higher Education in the Humanities					X		
NEH Teacher-Scholars				X	X		
Foreign Language Education				X	X		
Travel to Collections					X		X
Interpretive Research					X	X	X
Summer Seminars for School Teachers				X			
International Research							X
Summer Stipends				X	X		X
Humanities Projects in Museums and Historical Organizations						X	
Summer Seminars for College Teachers					X	X	X
Fellowship for College Teachers and Independent Scholars				X	X	X	X
Humanities Projects in Media					X	X	
Public Humanities Projects					X	X	
Centers for Advanced Study							X
Fellowship for University Teachers				X	X		X
Humanities Projects in Libraries and Archives						X	
National Science Foundation							
Summer Institute in Japan		X					
U.S.-India Exchange of Scientists					X	X	X
Smithsonian Institution							
Bureau Appointments	X	X					X
Wildlife Conservation and Management Training	X	X		X	X	X	X

Business people	Civilian government			Military officials	School/ university staff	Artists	Scientists	Journalists	Other
	Federal	State	Municipal						
					X				
					X				
					X				
	X	X	X		X				
	X	X			X				

(continued)

Agency and name of program	Undergraduate students	Graduate students	Other students	Teachers	Professors	Researchers	Postdoctorate scholars
Department of State							
Russian, Eurasian, and Eastern European Studies Program		X			X	X	X
U.S. Information Agency							
Fulbright Academic Program	X	X		X	X	X	X
International Visitors Program					X		
Citizens Exchanges	X	X		X	X		
Hubert H. Humphrey Fellowship							
Youth Programs	X		X				
University Affiliations Program					X	X	X
Performing Arts Exchanges							
Study of the United States				X	X		
Academic Specialist Program					X		
U.S. Speakers					X	X	
Media Training Program							
Arts America Program							
Fulbright Teacher Exchange				X			
Library Fellows Program							
English Teaching Fellow				X			
American Cultural Specialists							
Artistic Ambassadors							
Arts America Speakers							

Business people	Civilian government			Military officials	School/ university staff	Artists	Scientists	Journalists	Other
	Federal	State	Municipal						
X	X	X	X		X				
X	X	X	X	X	X			X	
X	X		X	X	X			X	
X	X	X	X		X				
	X							X	
					X				
						X			
	X								
	X				X				
X	X	X	X	X					
								X	
						X			
									X[c]
									X[d]
						X			
						X			

[a]U.S. cultural organizations.

[b]Presenters with at least 5 years experience in a field.

[c]Library professionals.

[d]Arts practitioners.

Appendix II

Descriptions of U.S.-Funded International Exchange and Training Programs

This table provides brief descriptions of the international exchange and training programs in our inventory. It also presents information on funding and the number of participants for fiscal year 1992. These programs were either wholly or partially funded by the U.S. government. In some cases, the agencies could not separate the sources of the funding.

Table II.1: U.S.-Funded International Exchange and Training Programs

Agency and name of program	Description
Agency for International Development	
Thomas Jefferson Fellowship Program	Assists in upgrading the educational and human resources of less developed countries which are assisted by AID programs, with a concentration on skills related to economic development. FY 1992 Funding and Participants: $326 million, 13,556 participants.
Participant Training Program Europe[a]	Equips leaders and professionals in Eastern European countries with specialized skills and practical knowledge in order to develop and support democratic processes, free enterprise, economics, and an improved quality of life in the region. FY 1992 Funding and Participants: $500,000, 98 participants.
Regional Human Resources Program[a]	Provides scholarships for rural leaders and teachers from agro- technical schools to study in the United States so they can contribute to the promotion of market-based economies in their communities. FY 1992 Funding and Participants: $3 million, 85 participants.
Department of Agriculture	
Research and Scientific Exchange Program	Provides short- and long-term collaborative research opportunities to scientific and technical personnel for the mutual benefit of U.S. and overseas participants. FY 1992 Funding and Participants: $675,000, 220 participants.
Department of Commerce	
Exchange Visitor Program	Provides foreign scientists with opportunities for observation and consultation at the National Institute of Standards and Technology and at other related scientific research institutions. FY 1992 Funding and Participants: $2.9 million, 199 participants.
Special American Business Internship Training Program	Awards internships in U.S. firms to business managers and scientific workers from the newly independent states of the former Soviet Union. FY 1992 Funding[b] and Participants: 8 participants.
Department of Defense	
International Military Education and Training Program	Provides training and education to foreign military and civilian personnel on a grant basis. FY 1992 Funding and Participants: $44.5 million, 6,000 participants.
National Security Education Program	Designed to increase the number of individuals knowledgeable about languages and cultures of foreign nations, especially those nations that have not traditionally been the focus of U.S. interest and study. FY 1992 Funding and Participants: $35 million, no participants (start-up activities still under way).
Navy Exchange Scientist Program	Provides an exchange of U.S. Navy civilian scientists and engineers with their foreign counterparts to expose them to new perspectives and research methods. FY 1992 Funding and Participants: $300,000, 17 participants.

(continued)

Agency and name of program	Description
Professional Military Education Exchanges	Foreign students attend U.S. military institutions and U.S. personnel attend the foreign country's counterpart institution/training program to help improve the professionalism and education of both U.S. and foreign officers. FY 1992 Funding and Participants: $104,000, 3 participants (Air Force and Navy only; Army data not readily available).
U.S. Military Academies Exchanges	Allows foreign students to attend U.S. service academies in an effort to encourage and improve military-to-military relationships and provide students a broader understanding of U.S. military techniques and structure. FY 1992 Participants: 114 participants (funding data not available).
Department of Education	
Foreign Language and Area Studies Fellowship Program	Funds academic year and summer awards for advanced students in foreign language and either area or international studies. FY 1992 Funding and Participants: $13 million, 1,000 participants.
Fulbright-Hays Group Projects Abroad	Designed to contribute to the development and improvement of the study of modern foreign languages and area studies in the United States, and provide opportunities for American teachers, students, and faculty to study in foreign countries. FY 1992 Funding and Participants: $2.3 million, 630 participants.
Fulbright-Hays Doctoral Dissertation Research Abroad	Designed to help develop academic specialists interested in those world areas and foreign languages not widely included in the curricula of U.S. educational institutions, this program provides Ph.D. candidates fellowship opportunities to engage in full-time dissertation research abroad. FY 1992 Funding and Participants: $1.8 million, 74 participants.
Fulbright-Hays Faculty Research Abroad	Designed to help develop modern foreign language and area studies in U.S. higher educational institutions, this program enables faculty members to maintain expertise in specialized fields through support of research in the non-Western areas of the world. FY 1992 Funding and Participants: $896,000, 26 participants.
Fulbright-Hays Seminars Abroad	Designed to improve modern foreign language and area studies throughout the U.S. educational system by offering faculty and curriculum specialists short-term study seminars abroad on topics in the social sciences, the humanities, and foreign languages. FY 1992 Funding and Participants: $879,000, 134 participants.
Department of Health and Human Services	
International Research Fellowships	Promotes collaborative biomedical research between U.S. and foreign scientists and offers foreign scientists the opportunity, early in their careers, to work with senior scientists in U.S. research institutions. FY 1992 Funding and Participants: $4.4 million, 135 participants.
Senior International Fellowships	Provides a postdoctoral program for scientists in the health sciences and outstanding U.S. faculty members in mid-career to study overseas. FY 1992 Funding and Participants: $1.2 million, 48 participants.
Scholars in Residence	Enables eminent U.S. and foreign scientists to visit with the National Institutes of Health community and conduct studies in contemporary biomedicine and international health. FY 1992 Funding and Participants: $853,000, 27 participants.
National Research Service Awards	Serves to broaden the scientific backgrounds of individual scientists and enable experienced scientists to make major changes in the direction of their research careers by offering U.S. postdoctoral scientists opportunities to pursue research in the United States or abroad. FY 1992 Funding and Participants: $614,000, 34 participants.

(continued)

Agency and name of program	Description
Visitor and Training Program	Provides orientation, consultation, training, applied laboratory, public health, and other experiences to develop skills and techniques related to disease prevention and control. FY 1992 Funding and Participants: $500,000, 1,000 participants.
Individual Health Scientist Exchanges and Biomedical Research Exchange Programs	Funds short-term exchange visits between biomedical and health scientists to collaborate on research in a broad range of areas, including AIDS, ophthalmology, molecular neurobiology, and cardiology. FY 1992 Funding and Participants: $154,000, 38 participants.
Visiting Program	Provides research learning experiences and opportunities to qualified foreign scientists to engage in research studies in alcohol and alcoholism. FY 1992 Funding and Participants: $144,000, 6 participants.
National Institutes of Health-French Postdoctoral Fellowship	Funds a long-term exchange program through which biomedical and behavioral scientists in the United States and France advance biomedical knowledge through cooperative efforts in areas of mutual interest. FY 1992 Funding and Participants: $73,000, 14 participants.
Inter-American Foundation	
Academic Fellowship Program	Supports development practitioners, researchers, and scholars from the Caribbean, Latin America, and the United States in their attempt to provide practical solutions to development problems in Latin America and the Caribbean. FY 1992 Funding and Participants: $725,000, 45 participants.
Department of the Interior	
U.S.-Russia Environmental Agreement	Designed to promote sound management and conservation of wildlife and natural resources through the reciprocal exchange of researchers, government officials, and scientists. FY 1992 Funding and Participants: $300,000, 123 participants.
U.S.-China Nature Conservation Protocol	Seeks to promote sound management and conservation of wildlife and natural resources through the reciprocal exchange of researchers, government officials, and scientists. FY 1992 Funding and Participants: $110,000, 37 participants.
Japan-U.S. Friendship Commission	
Japan-U.S. Friendship Commission Grants	Provides grants to institutions and associations to support American studies in Japan, Japanese studies in the United States, exchange programs in the arts, policy-oriented research, and public affairs and education. FY 1992 Funding and Participants: $2.7 million, 270 participants.
Department of Labor	
International Visitors Labor Studies	Supports observational, orientation, and training programs for foreign visitors. FY 1992 Funding and Participants: $810,000, 145 participants.
National Endowment for the Arts	
U.S. Artists at International Festivals and Exhibitions	Provides assistance to U.S. performing artists invited to international festivals abroad, and supports U.S. representation at major international visual art exhibitions. FY 1992 Funding and Participants: $550,000, 159 participants.
U.S.-Japan Artist Exchange	Provides opportunities for professional artists with limited or no prior experience in Japan to observe artistic developments in their fields of interests, meet counterparts, and pursue artistic growth. FY 1992 Funding and Participants: $200,000, 5 participants.
International Projects Initiative	Supports U.S. arts organizations collaborating with counterparts abroad to develop or commission new work, promotes access in this country to little known art forms, and deepens audience understanding of both the art forms and cultures involved. FY 1992 Funding and Participants: $321,000, 19 participants.

(continued)

Agency and name of program	Description
Travel Grants Program	Enables U.S. artists to explore significant artistic developments in their fields and deepen relationships with artists and arts organizations in another country. FY 1992 Funding and Participants: $100,000, 50 participants.
U.S.-Mexico Artist Residencies	Enables artists to work on specific projects in Mexico to obtain inspiration from the knowledge and experience gained through international contact. FY 1992 Funding and Participants: $57,500, 20 participants.
British America Arts Association Fellowships	Supports residency opportunities for U.S. performing arts presenters to assist them in building links and gaining skills that can lead to future transatlantic collaborations. FY 1992 Funding and Participants: $30,000, 10 participants.
National Endowment for the Humanities	
Elementary and Secondary Education in the Humanities	Supports efforts to improve the teaching of the humanities in the nation's schools by engaging precollegiate educators with significant texts and topics and their application in the classroom. FY 1992 Funding and Participants: $1.1 million, 179 participants.
Higher Education in the Humanities	Supports projects designed to enhance the curriculum or improve the quality of teaching in the humanities in American colleges and universities. FY 1992 Funding and Participants: $707,000, 110 participants.
NEH Teacher-Scholars	Provides grants to schoolteachers for an academic year of full-time independent study which may involve study and research abroad. FY 1992 Funding and Participants: $303,000, 11 participants.
Foreign Language Education	Supports efforts to improve the teaching of foreign languages in the nation's schools, colleges, and universities. FY 1992 Funding and Participants: $185,000, 60 participants.
Travel to Collections	Offers grants to assist individual scholars to travel using research collections of libraries, archives, museums, or other repositories. FY 1992 Funding[c] and Participants: 56 participants.
Interpretive Research	Supports basic research projects in the core disciplines of the humanities carried out by two or more scholars for periods of 1 to 3 years. FY 1992 Funding[c] and Participants: 206 participants.
Summer Seminars for School Teachers	Schoolteachers, principals, and other educators from kindergarten through 12th grade, along with selected foreign secondary teachers, engage in intensive study of basic humanities texts and documents and work closely with outstanding scholars for 4 to 6 weeks at colleges, universities, and other appropriate sites, some of which may be located in a foreign country. FY 1992 Funding[c] and Participants: 97 participants.
International Research	Supports private efforts that offer U.S. scholars opportunities to travel abroad to conduct humanities research on foreign cultures. FY 1992 Funding[c] and Participants: 88 participants.
Summer Stipends	Enables grant recipients to devote 2 consecutive months to humanities study and research. FY 1992 Funding[c] and Participants: 88 participants.
Humanities Projects in Museums and Historical Organizations	Supports interpretive exhibitions and related educational programs that encourage public understanding of significant works of art, historical events, and ideas. FY 1992 Funding[c] and Participants: 70 participants.
Summer Seminars for College Teachers	Provides teachers at undergraduate colleges and universities and other qualified individuals not affiliated with an academic institution opportunities to study at major research institutions with eminent scholars in their own or related fields. FY 1992 Funding[c] and Participants: 52 participants.

(continued)

Agency and name of program	Description
Fellowship for College Teachers and Independent Scholars	Offers research opportunities in the humanities for faculty members of colleges and universities that do not grant the Ph.D.; individuals employed by schools, museums, or libraries; and independent scholars and writers. FY 1992 Funding[c] and Participants: 32 participants.
Humanities Projects in Media	Supports planning, writing, or production of television and radio programs in the humanities intended for general audiences. FY 1992 Funding[c] and Participants: 31 participants.
Public Humanities Projects	Supports public symposiums, community forums, debates, interpretive pamphlets, and designs to increase public understanding of the humanities. FY 1992 Funding[c] and Participants: 23 participants.
Centers for Advanced Study	Awards block fellowship grants that support interrelated research efforts in well-defined subject areas at centers for advanced study that are financed and directed independently of institutions of higher education. FY 1992 Funding[c] and Participants: 20 participants.
Fellowship for University Teachers	Offers faculty members of Ph.D.-granting universities the opportunity to undertake 6 to 12 months of full-time independent study and research in the humanities. FY 1992 Funding[c] and Participants: 13 participants.
Humanities Projects in Libraries and Archives	Supports projects to enhance public appreciation and understanding of the humanities through the use of books and other resources in collections of U.S. libraries and archives. FY 1992 Funding[c] and Participants: 9 participants.
National Science Foundation	
Summer Institute in Japan	Funds a short-term exchange program in which U.S. graduate students travel to Japan to exchange scientific information at Japanese universities, businesses, and central government laboratories. FY 1992 Funding and Participants: $231,000, 58 participants.
U.S.-India Exchange of Scientists	Funds a short-term reciprocal exchange program of U.S. and Indian scientists in which they exchange scientific information. FY 1992 Funding and Participants: $162,000, 45 participants.
Smithsonian Institution	
Bureau Appointments	Supports internships and research in any Smithsonian Institution field of study. FY 1992 Funding and Participants: $517,599,[d] 89 participants.
Wildlife Conservation and Management Training	Provides training in conservation of biology, wildlife management, zoo biology, and environmental education to citizens of developing countries. FY 1992 Funding and Participants: $210,000, 75 participants.
Department of State	
Russian, Eurasian, and Eastern European Studies Program	Increases the number of U.S. experts on Russia, Eurasia, and Eastern Europe by sponsoring advanced research, graduate and language training, public dissemination of research, and contact and collaboration among government and private specialists. FY 1992 Funding and Participants: $10 million, 1,500 participants.
U.S. Information Agency	
Fulbright Academic Program	Provides grants to U.S. students, teachers, and scholars to study, teach, lecture, and conduct research overseas, and to foreign nationals to engage in similar activities in the United States to increase mutual understanding and peaceful relations between the people of the United States and the people of other countries. This program includes the Samantha Smith and the Edmund S. Muskie programs. FY 1992 Funding and Participants: $108 million, 5,000 participants.

(continued)

Agency and name of program	Description
International Visitors Program	Arranges programs for foreign leaders and potential leaders designed to develop and foster professional contacts with their colleagues in the United States and provide a broader exposure to American social, cultural, and political institutions. FY 1992 Funding and Participants: $45 million, 2,854 participants.
Citizens Exchanges	Awards grants to U.S. nonprofit organizations for projects that link their international exchange interests with counterpart institutions/groups in other countries. FY 1992 Funding and Participants: $21 million, 13,486 participants.
Hubert H. Humphrey Fellowship	Provides opportunities for accomplished mid-career professionals from developing countries to come to the United States for a year of study and related practical professional experiences. FY 1992 Funding and Participants: $5.7 million, 141 participants.
Youth Programs	Awards grants to support international exchange programs involving U.S. and foreign youth ages 15 to 30. FY 1992 Funding and Participants: $4.5 million, 3,000 participants.
University Affiliations Program	Supports partnerships between U.S. and foreign institutions of higher education in the humanities and social sciences. FY 1992 Funding and Participants: $2.2 million, 126 participants.
Performing Arts Exchanges	Enables U.S. professional artists and groups to perform music, dance, and theater overseas and explain their art before a wide variety of foreign audiences. FY 1992 Funding and Participants: $1.6 million, 420 participants.
Study of the United States	Provides grants to foreign secondary school educators for a 4- to 6-week program of academic workshops in U.S. history, culture, and institutions to enhance and update the content of what is taught about the United States abroad. FY 1992 Funding and Participants: $1.4 million, 193 participants.
Academic Specialist Program	Awards grants to experts on the United States to consult with academic and professionals at foreign educational or other relevant institutions about specific issues, or to conduct seminars/workshops for professional personnel. FY 1992 Funding and Participants: $1.3 million, 465 participants.
U.S. Speakers	Sends U.S. experts in various fields overseas to speak to various audiences for periods of up to 10 days (up to 6 months in Eastern Europe). FY 1992 Funding and FY 1991 Participants: $1.1 million, 517 participants (FY 1992 participants not available).
Media Training Program	Provides training to foreign media personnel on management, news writing, reporting, production, sales, management, and global issues. FY 1992 Funding and Participants: $1 million, 1,000 participants.
Arts America Program	Co-sponsors privately organized exhibition tours, performing arts presentations, and visits abroad by expert arts practitioners. FY 1992 Funding and Participants: $919,000, 155 participants.
Fulbright Teacher Exchange	Enables classroom-to-classroom exchange of teaching assignments between U.S. teachers and counterpart teachers from selected countries worldwide. FY 1992 Funding and Participants: $527,000, 487 participants.
Library Fellows Program	Places U.S. library professionals in institutions overseas to: increase international understanding through the establishment of professional and personal relationships and the accomplishment of mutual goals; promote international sharing of resources; and increase access to U.S. materials in the host country. FY 1992 Funding and Participants: $506,000, 18 participants.

(continued)

Agency and name of program	Description
English Teaching Fellow	Increases the American presence, enhances the American cultural component, and helps improve academic standards at binational centers and other overseas English teaching institutions. FY 1992 Funding and Participants: $450,000, 19 participants.
American Cultural Specialists	Allows arts practitioners to spend 2 to 6 weeks working with foreign colleagues conducting workshops or classes, directing plays, rehearsing ballets, or advising on arts management to exchange ideas in the areas of creative and performing arts. FY 1992 Funding and Participants: $380,000, 80 participants.
Artistic Ambassadors	Enables classical musicians to perform before foreign audiences to expose them to the "new generation" of U.S. classical performers. FY 1992 Funding and Participants: $135,000, 9 participants.
Arts America Speakers	Allows arts practitioners to spend about 2 weeks giving lectures or participating in seminars or conferences overseas to exchange ideas in the areas of creative and performing arts. FY 1992 Funding and Participants: $97,000, 75 participants.

[a]All of AID's training programs are considered to be part of the Thomas Jefferson Fellowship Program.

[b]Funding data not available for fiscal year 1992.

[c]All National Endowment for the Humanities exchange programs may have an international exchange component, but it is not required as part of the program. Expenditures for some exchange programs are not included because the National Endowment for the Humanities could not provide funding information on the international exchange components of the programs.

[d]Grants from the National Aeronautics and Space Administration and other federal agencies.

Agency Observations on Program Management Issues

Potential for Duplication and Overlap

Officials we interviewed acknowledged potential duplication among the exchange programs. They also described what they consider to be an overlap or blurring of the lines of responsibilities between the U.S. Information Agency (USIA) and the Agency for International Development (AID). For example, USIA officials in the Bureau of Educational and Cultural Affairs said the Fulbright Programs in USIA and the Department of Education and programs in the National Endowment for the Humanities are potentially duplicative because all three provide grants for U.S. scholars, teachers, and graduate students to study abroad. An official of the Institute of International Education, a private nonprofit organization involved in the administration of exchange programs, said certain aspects of the Department of Defense's newly established National Security Education Program may duplicate the exchange programs initiated by the recently enacted Freedom Support Act. Both programs support exchanges of undergraduate students.

Some officials stated that AID is now conducting some exchange programs that traditionally have been the purview of USIA. The Institute of International Education official described AID's programs in economics, business, and management as academic, and thus atypical of the technical training programs the agency manages. AID also has a journalism program, another traditional area for USIA. Conversely, USIA is becoming involved in areas traditionally under the jurisdiction of AID, such as agribusiness and short-term technical training programs. A few officials assert that the involvement of AID and USIA in the democratization efforts in Eastern Europe and the newly independent states of the former Soviet Union has contributed to the overlap between the two agencies.

Although a few officials believe that USIA and AID should concentrate on their traditional areas of expertise, most did not consider program duplication and overlap to be a problem. USIA officials said although certain program activities may be similar, their purposes differ. For instance, the purpose of USIA's programs is to promote mutual understanding and cooperation, whereas the purpose of the National Endowment for the Humanities' programs is to advance education in the humanities. In addition, according to an AID official, each agency takes a different approach to its programs. For example, although both AID and USIA have democracy initiatives to train legislators, USIA exposes them to the way U.S. legislators do their work, while AID provides training on such issues as how to draft legislation and develop a constitution.

Further, the programs target different audiences. A program officer in USIA's Office of European Affairs explained that AID's agribusiness programs train farmers and USIA concentrates on academic studies. She further explained that while USIA and AID training programs in Eastern Europe overlap, AID focuses on larger grants and existing institutional relationships and USIA tends to concentrate on smaller grants establishing new relationships. Finally, some officials said there is no actual duplication because the demand for these programs is greater than the supply. One official said exchange programs are an inexpensive, populist way to respond to world changes.

Oversight, Coordination, and Evaluation

Executive Order 12048 gave USIA the primary responsibility for governmentwide policy guidance for international informational, educational, and cultural exchange activities. To fulfill this requirement, USIA publishes an annual report listing all U.S. government international exchange and training programs; however, it does not conduct any additional formal coordination or oversight activities.

USIA has had problems publishing this report in a timely manner. The most recently issued report, which covered fiscal year 1990 activities, was published in October 1992. Further, the report does not cover all U.S. exchange programs. USIA officials told us they request information on programs from agencies which reported programs in prior years. This methodology is not designed to identify the new programs of agencies which did not participate previously. For example, the fiscal year 1990 report did not include the Russian, Eurasian, and Eastern European Studies Program. This program, also known as the Title VIII Program, was created by the Soviet-Eastern European Research and Training Act in 1983 and is managed by the State Department. USIA estimates that the report covers about 95 percent of the programs.

USIA officials attributed the annual report's timeliness problems to a past lack of resources. To improve its timeliness, they said, responsibility for its preparation has been transferred to the newly established Office of Policy and Evaluation. They said the fiscal year 1991 report has been sent to the publishers and should be issued in May 1993, and the fiscal year 1992 report should be issued by October 1993.

Officials of the Fulbright Foreign Scholarship Board, the U.S. Advisory Commission on Public Diplomacy, the Liaison Group for International Educational Exchange, and the International Exchange Association

pointed to a lack of coordination among the agencies involved in the programs and believe USIA should take a more active role in coordinating these programs. For example, an official of the U.S. Advisory Commission on Public Diplomacy said that the Commission has noted a lack of coordination among the agencies involved in the democracy-building activities abroad, and an official of the Fulbright Foreign Scholarship Board said USIA was not very active in its coordination role.

The U.S. Advisory Commission on Public Diplomacy recommended that USIA become more involved in coordinating programs across the federal government, and the Liaison Group for International Educational Exchange recommended that USIA's coordinating role be clarified in its authorizing legislation. A USIA official in the Office of Citizens Exchanges expressed a need for working sessions between USIA and AID at the program level to prevent overlap and duplication. He said the State Department's interagency task force meetings were conducted at too high of a level to affect the programs.[1]

On the other hand, a USIA official in the Office of European Affairs stated that overall program coordination is good at both the program level and at higher levels. Other USIA officials claimed good informal relationships with their counterparts in agencies with international exchange programs. Officials of some of the agencies we contacted agreed that informal working relationships with USIA were good. Finally, a few officials said coordination with USIA is not necessary.

Opinions on the effectiveness of interagency coordination overseas varied. An official of the U.S. Advisory Commission on Public Diplomacy described the relationship between the U.S. Information Service[2] and AID as very good. The U.S. Information Service, AID, and other embassy officials we met with in Mexico and Poland described a number of activities they engage in to coordinate programs. In Poland, for example, the political and economic sections nominate candidates for the Hubert H. Humphrey Fellowship Program, and an embassy-wide committee meets annually to select participants for the International Visitors Program. In addition, an embassy-wide working group meets monthly to review and discuss all assistance activities. None of the officials we met with in Mexico and Poland noted any major coordination problems. In contrast, a Fulbright Foreign Scholarship Board official told us there was limited coordination

[1]The State Department established a task force to coordinate the assistance programs (including exchange programs) in Eastern Europe and the new independent states of the former Soviet Union.

[2]USIA's offices abroad.

in the field. In addition, our related work on AID's judicial reform programs in Latin America showed that coordination was not effective if the ambassador did not make it a priority.

USIA officials, including the Deputy Associate Director of the Bureau of Educational and Cultural Affairs, asserted that the agency has not taken an active coordinating role because it has no authority over other agencies. According to Bureau officials, USIA initially attempted to have interagency coordinating meetings, but the other agencies did not cooperate. An official of the Liaison Group for International Educational Exchange supported USIA's assertions. He said there is little incentive for USIA to coordinate programs, and he does not see how a small agency like USIA can coordinate the activities of large cabinet-level departments.

The agencies and organizations involved in exchange programs conduct a variety of evaluation efforts, but few could be considered comprehensive assessments of the effectiveness of the programs. The National Institutes of Health (NIH) within the Department of Health and Human Services does conduct comprehensive evaluations of its international exchange programs, according to an NIH official. She described NIH's evaluation of its International Research Fellowship Program as an example. This program awards grants to postdoctorate research fellows from over 50 countries to conduct collaborative research in U.S. laboratories. She said NIH assessed the activities of the 2,051 participants who received awards between 1958 and 1982. NIH analyzed the participants' employment and research activities, career accomplishments, and honors and awards in their home countries. NIH also compared the activities of participants from developing countries with those of developed countries. The NIH official said NIH plans to conduct a similar study including fellowship participants who received awards between 1982 and 1992.

The officials we interviewed described a variety of qualitative activities they have undertaken in an effort to evaluate their programs. For example, nongovernmental organizations responsible for the training obtain reports from the participants evaluating their experiences. They also assess the short courses the participants use. A contractor official said the AID missions and bureaus may conduct reviews, but these reviews do not include assessments of the long-term impact of the programs. An official of the Fulbright Foreign Scholarship Board said the Board commissioned a book on the first 40 years of the Fulbright programs. He said this could be considered a form of evaluation. An official of the Council for International Exchange of Scholars, one of the organizations which help

manage the Fulbright programs, said the Council has conducted informal, qualitative studies of the Fulbright programs, but she was not aware of any quantitative, statistical studies.

A number of officials expressed a need for more evaluation. For example, an official of the Fulbright Foreign Scholarship Board said the Board had recommended that USIA evaluate the Fulbright programs. An AID contractor official said that considering the amount of money that is spent on the programs, there probably have not been enough evaluations. She said AID has mainly anecdotal information on the effectiveness of its programs. The Fulbright Foreign Scholarship Board official said USIA has agreed to conduct more evaluations in the future. AID officials also told us the agency has plans to increase its evaluation efforts.

In our 1990 report on the International Military and Education Training Program,[3] we recommended that the Departments of Defense and State develop a mechanism to measure the effectiveness of that program. Since that time, these agencies have taken steps to establish a measurement system.

Statutory Limits on Agency Flexibility

Although the officials we met with considered the legislation authorizing their exchange and training programs as flexible, some cited difficulties with the Support for East European Democracy (SEED) Program and with congressional earmarks. Funds for some federal agencies participating in the SEED Program are foreign assistance appropriations and pass through AID rather than going directly to the agency. A number of officials claim this has resulted in delays in the transfer of funds. A USIA official in the Bureau of Educational and Cultural Affairs said his Bureau waited 6 months to receive funds from AID to initiate a request for proposal the Bureau was trying to expedite. An official of the Council for International Exchange of Scholars said delays in the receipt of SEED funds had caused administrative problems for the organization. She said the timing of the transfer of funds have no relationship to academic year requirements.

A USIA official attributed the delays to a variety of bureaucratic problems. She explained that AID did not receive the appropriation for the first year of the program until April, and operated under a continuing resolution the second year. Officials of the Advisory Commission on Public Diplomacy

[3]Security Assistance: Observations on the International Military Education and Training Program (GAO/NSIAD-90-215BR, June 14, 1990).

and the Fulbright Foreign Scholarship Board have argued that the funds should go directly to the agencies involved in the programs.

A few officials complained that new programs specifically created and funded by Congress were frequently authorized without an increase in the administrative budget or staff needed to manage the programs. A USIA official cited the Muskie Fellowship Program as an example. His office implemented this program with no additional staff. He said the review process for other grants was delayed as a result. Another USIA official described similar problems with the Samantha Smith Program for youth exchanges. The official said such exchanges are very labor intensive, and the agency needed additional funds to adequately manage the program.[4]

Another complaint was that congressional earmarks may be difficult to manage or may lead to program fragmentation. Officials involved in the administration of Fulbright programs said earmarks may target specific recipients, such as Vietnamese or Burmese refugees, students from the former Soviet Union, or in the case of the SEED Program, East Europeans. The officials said such earmarks cause problems because the agencies may not have relationships with in-country organizations needed to help manage the programs. Sometimes these earmarks establish separate programs with new names and different rules. One nongovernmental organization official said such earmarks place an administrative burden on her organization.

AID officials also cited problems with an earmark for an exchange program for students from Poland and Hungary. According to the AID officials, the legislation mandated that the training be managed under a program based at Georgetown University. The AID officials' main complaint was that administrative costs were too high in contrast to other comparable participant training programs. One AID official said that because the program was established at Georgetown University, the agency was prevented from using the competitive bidding process to select the most cost-effective contractor. He also said a 1993 earmark providing additional funds for the program contains language that denies management the flexibility to make changes that might improve the program.

[4]For this report, the Muskie and Samantha Smith programs are not listed separately, but rather are included under the Fulbright programs.

Objectives, Scope, and Methodology

Our objectives were to develop an inventory of federally funded international exchange and training programs; provide information on potentially duplicative, overlapping, or fragmented programs; assess the extent of coordination and oversight; and identify legal requirements that may limit executive branch officials ability to manage international exchange programs.

We developed a working definition of exchange programs through discussions with USIA officials, and we used this definition to determine the scope of the review. We included programs whose main purpose was to benefit the participants. We excluded programs that we considered to be primarily technical assistance to host countries and other programs in which the major purpose was to support the agency's mission.

We used USIA's fiscal year 1990 report on international exchange and training activities as a baseline for identifying programs to be included in the inventory. We interviewed officials of all agencies listed in the report to obtain information on the exchange and training programs for inclusion into the inventory. We obtained and reviewed documents describing the programs.

We also interviewed these officials to obtain their views on duplication, overlapping programs, fragmentation, oversight, coordination, evaluation, and statutory limitations.

To obtain additional perspectives on exchange programs, we interviewed officials of the Fulbright Foreign Scholarship Board, the U.S. Advisory Commission on Public Diplomacy, the Council for International Exchange of Scholars, the Institute of International Education, the Consortium of International Development, Partners for International Education and Training, the Liaison Group for International Educational Exchange, and the International Exchange Association. All of these organizations are involved in the oversight and administration of exchange programs.

To determine how programs are coordinated in the field, we visited Mexico and Poland. We interviewed U.S. Information Service officials, AID officials, Fulbright bi-national commission officials, and others involved in the management of programs overseas.

Appendix V

Major Contributors to This Report

National Security and International Affairs Division, Washington, D.C.	Charles A. Schuler, Assistant Director La Verne G. Tharpes, Evaluator-in-Charge Joseph C. Brown, Senior Evaluator Maria J. Santos, Senior Evaluator Patrice L. Gordon, Evaluator